

CHILD CARE AND WELFARE-TO-WORK

SUMMARY

Orange County has \$23 million in child care funds to be used to assist welfare families to meet the requirements of the 1997 Welfare-to-Work law.

The Grand Jury has recommended the development of two programs using these funds:

The Grand Jury recommends that Child Development Services, under the jurisdiction of the Orange County Department of Education, Superintendent of Schools, develop a CalWORKs Demonstration Project for an extended-day, educationally based program in one or more public school(s) in the geographic areas of high-density CalWORKs client population (Anaheim, Garden Grove, Placentia, Santa Ana and Westminster). The Grand Jury recommends this be done in cooperation with the Orange County Superintendent of Schools, Child Development Services, and Family Self-Sufficiency, Orange County Social Services Agency. This proposal should be sent through the proper channels for approval and funding. Plans to expand this program, if results indicate, should be included in the pilot program.

The Grand Jury recommends that the Central County Regional Occupational Project, Orange County Superintendent of Schools, develop in cooperation with Family Self-Sufficiency, Social Services Agency, a CalWORKs Demonstration Program to train Child Care Providers from the CalWORKs client population. This program should include, but not be limited to, providing child care for the pre-school children of the trainees and English language training for clients for whom English is not their native language. The Grand Jury recommends that this proposal be sent through the proper channels for approval and funding. Child care centers that hire the trainees of this program shall be encouraged to permit these providers to bring their pre-school children to work with them.

The goal of the 1997 Welfare-to-Work law, designated CalWORKs by the California Legislature, is to enable welfare recipients to become self-sufficient and to end long-term welfare dependency. Family Self-Sufficiency, a division of Orange County Social Services Agency, may develop Demonstration Projects using CalWORKs funds. Demonstration Projects are three-year, performance-based programs to address special situations, such as “hard-to-employ” populations.

INTRODUCTION AND PURPOSE

California AB 1542, which established the California Work Opportunity and Responsibility to Kids (CalWORKs), is California's law for implementing the national Welfare-to-Work Act of 1997. The law requires Welfare recipients to spend a specified number of hours each week at work, in training or in an educational program. One-parent families must spend at least 32 hours a week; one or both parent(s) in a two-parent family must spend a combined total of 35 hours a week. One of the parents in a two-parent family must spend at least 20 hours a week. This law replaced the former welfare program, Aid to Families with Dependent Children (AFDC) and the Greater Avenues for Independence (GAIN) law which provided for various employment training services for AFDC recipients. Eligibility requirements remain essentially the same.

The law places a 5-year time limit for Welfare-to-Work recipients to receive welfare benefits. The clock on the 5-year limit starts when a recipient receives the first benefit after the law took effect. The law took effect in California on January 1, 1998. In order to protect children, California, using state funds, developed a safety net provision. This program continues to provide for children after their parents have exceeded the 5-year limit.

Emphasis is placed on getting recipients into their first CalWORKs activity as soon as possible. The Federal requirements set percentage levels for placing recipients in CalWORKs activities at the end of each of the five years. The overall goal is to place welfare recipients in satisfactory permanent employment. Intermediate goals are placed on preparing the recipient for gainful, permanent employment. A participant may return to the CalWORKs program if he/she loses employment so long as the five-year limit has not been reached.

According to the Los Angeles Times, Orange County Edition, January 25, 1999, "State Fails to Meet U. S. Welfare-to-Work Goal," California failed to meet federal work requirements for two-parent welfare families and has been assessed \$7,000,000 for failing to move 68% of adults in two-parent families into employment. California had only 24% working. California has requested special consideration because this state, with 807,904 welfare families, has 142,911 two-parent families, 17.7%. No other state has so many two-parent welfare families; the closest, Michigan, has 15,077, 10.2% of its 147,833 welfare families.

According to information provided by Orange County CalWORKs staff, three major problems implementing the Welfare-to-Work program are (1) housing, (2) transportation and (3) child care.

Housing in Orange County creates major problems for CalWORKs clients. Family Self-Sufficiency in Orange County is considering using Incentive Funds provided by the State to assist clients in this area. Incentive Funds are given to the counties on the basis of their success in placing clients in employment, thereby reducing the amount of benefits that must be paid.

CalWORKs staff members have resources for solving the transportation problem. Temporary Assistance for Needy Families (TANF) may be used one time to assist

CalWORKs participants to purchase used automobiles or for auto repair when a participant's job requires use of a personal automobile or to reach jobs where public transportation is not an option. Bus passes may be provided participants whose jobs can be reached by public transportation.

Child care, however, poses problems not easily resolved. Child care facilities are not always available either near the participant's home or near work. Is the lack of acceptable, available child care near potential employment or near participant's home a barrier to placing more two-parent families in CalWORKs employment plans? Are CalWORKs' mothers good candidates for child care provider training?

This study will attempt to answer these questions and make recommendations for resolving child care problems, which prevent two-parent families from meeting the requirements for participating in the Welfare-to-Work program.

METHOD OF STUDY

The Grand Jury participated in the following activities to study child care issues that are related to the CalWORKs program:

Presentations by CalWORKs personnel

Meetings with members of the Orange County Board of Supervisors

Visits to CalWORKs facilities and programs

Visits to and presentations by Orange County Superintendent of Schools, Child Development Services, and Central County Regional Occupational Program personnel

Search for funding—potential pilot projects, etc.

Telephone call to and visit with Santa Ana Redevelopment personnel

Queries of the County Executive Office—Real Estate personnel

Web site searches of "Child Care"

Contact with and material from County of Marin, Division of Social Services, "Parents as First Teachers" program.

BACKGROUND

Presentations by CalWORKs personnel outlined the procedure used by California and Orange County for implementing the national Welfare-to-Work Act of 1997. Both CalWORKs employees and clients are enthusiastically participating in the program, which endeavors "to provide services to ensure self-sufficiency and end long-term welfare dependency."

The five-year limit on eligibility for welfare has caused many of the welfare recipients who are able to find employment on their own to do so. The remaining population of welfare recipients needs assistance to qualify for employment and to care for their personal responsibilities for their families.

California law places the child care aspect of CalWORKs with the State Department of Education. Orange County has an excellent child care program administered by the Orange County Superintendent of Schools. However, funding for the program limits the number of participants who can be accommodated. At present, there is a waiting list of 20,000. When a CalWORKs client obtains a job, child care must be immediately available. Further, child care must be available for clients in educational and training programs.

Families with children who meet eligibility requirements in Orange County average 103,245 monthly. The majority, 85%, of these families lives in north, central and west Orange County, primarily in the cities of Anaheim, Garden Grove, Placentia, Santa Ana and Westminster. Child care should be easily available in these geographic areas. Many of the mothers in these families have never worked outside their homes and have cultural traditions of caring for their children in their own homes. These same mothers may require training in English to qualify for employment.

The CalWORKs program provides funding for child care, Temporary Assistance for Needy Families, and Demonstration Projects (defined as pilot programs to address special situations, such as “hard-to-employ populations”). Demonstration Projects are “three-year, performance-based” programs. The following chart lists the current CalWORKs funding for child care.

FISCAL YEAR 1998–99 FUNDING FOR CHILD CARE

Child Care	Orange County	State
Single Allocation	\$18,842,008	\$420,049,000
Rollover 1997–98	\$4,454,930	\$100,904,790
Holdback	-0-	\$175,884,854
Total	\$23,296,938	\$696,838,644

Fiscal Year 1999–2000, Orange County Budget Process Calendar addresses funding for Child Care under Item 4—CalWORKs and Related Budget items. Statewide, Item 4-D, Child Care, reads “The Budget proposes a total of \$1.1 billion for CalWORKs child care, an overall increase of \$192.3 million.” If counties do not commit such funds to specific programs by a certain date, the funds may return to the California General Fund.

Grand Jury members visited Regional Occupational Program (ROP) personnel, under the jurisdiction of the Orange County Superintendent of Schools, to investigate the possibilities of developing Child-Care Provider training for welfare mothers. Many members of the Orange County CalWORKs population make excellent candidates for training as child-care providers. Their anxiety about leaving their pre-school children makes them good candidates for such training. Marin County Department of Health and Human Services developed such a program in 1993, entitled “Parents as First Teachers.” The program is successful, providing education for participants that enables them to qualify for California licensing by Community Care Licensing for teachers in early childhood education. Children of student-parents may go with the parents and become clients in the training program.

The Grand Jury contacted real estate personnel in the County Executive Office to inquire about potential facilities for childcare in the target area—north, central and west Orange County. Personnel indicated a desire to cooperate in identifying and leasing or purchasing such facilities if funds are available.

A major problem exists when school-age children return to homes before parents have returned from work or educational/training programs. These “latch-key” children need adult supervision. CalWORKs makes funding provision for supervision of these children to the age of 13. Extended-day programs could be developed in the schools such children attend; and children of CalWORKs parents should participate in educationally-based, extended-day programs until a parent picks them up. These children need additional educational opportunities and supervised recreation. Taking these children off the streets after school will give them an enriched program and decrease the possibility that they will be exposed to negative influences.

FINDINGS

Under *California Penal Code* Sections 933 and 933.05, responses are required to all findings. The 1998-99 Orange County Grand Jury has arrived at 3 major findings.

1. Excellent child care facilities under the jurisdiction of the **Orange County Superintendent of Schools, Child Development Services** are available, but the waiting list to obtain a space for a child can be several weeks. A welfare parent who is entering a new job or a training program cannot wait weeks for child care. The CalWORKs legislation provides funds for child care to permit parent clients to work and/or to attend training programs. CalWORKs has staff capable of developing grant proposals.

A response to Finding 1 is required from the **Orange County Superintendent of Schools, Child Development Services**.

2. Child-Care Provider training programs for special populations can be developed by the **Orange County Superintendent of Schools, Central County Regional Occupational Program** personnel, provided funds are available. Child care for the pre-school children of participants in such a program can be provided. **Orange County Superintendent of Schools, Central County Regional Occupational Program** has staff capable of developing grant proposals.

A response to Finding 2 is required from **Orange County Superintendent of Schools, Central County Regional Occupational Program**.

3. After school child care is needed at or near elementary schools. Parents cannot easily deliver and retrieve school-age children to and from off-school-site child care and also work or participate in a demanding training program. An educationally based, extended-day program can be developed at elementary schools, and school-age children of CalWORKs parents should remain in the extended-day program until a parent picks them up.

A response to Finding 3 is required from **Orange County Superintendent of Schools, Child Development Services** and from **Orange County Social Services Agency, Family Self-Sufficiency**.

RECOMMENDATIONS

In accordance with *California Penal Code* Sections 933 and 933.05, each recommendation must be responded to by the government entity to which it is addressed. These responses are submitted to the Presiding Judge of the Superior Court. Based on the findings, the 1998–99 Orange County Grand Jury recommends that:

1. **Orange County Superintendent of Schools, Child Development Services** develop, in cooperation with **Orange County Social Services Agency, Family Self-Sufficiency**, a CalWORKs Demonstration Project (CA AB1542, Chapter 3.3) of the *Welfare and Institutions Code*, for an extended-day, educationally based program in one or more public schools in the geographic areas of high-density CalWORKs client population (e. g., Anaheim, Garden Grove, Placentia, Santa Ana and Westminster) and send this proposal through the proper channels for approval and funding. Plans to expand this program, if results indicate, be included in the Pilot program. (See Findings 1 and 3.)

A response to Recommendation 1 is required of **Orange County Superintendent of Schools, Child Development Services** and **Orange County Social Services Agency, Family Self-Sufficiency**.

2. **Orange County Superintendent of Schools, Central County Regional Occupational Program**, develop in cooperation with **Orange County Social Services Agency, Family Self-Sufficiency**, a CalWORKs Demonstration Program (CA AB1542, Chapter 3.3) of the *Welfare and Institutions Code* to train Child Care Providers from the CalWORKs client population (including, but not limited to, providing child care for the pre-school children of the trainees and English language training for clients for whom English is not their native language) and send this proposal through the proper channels for approval and funding. Pre-school child care centers that hire the trainees of this program should permit these providers to bring their pre-school children to work with them. (See Finding 2.)

A response to Recommendation 2 is required of **Orange County Superintendent of Schools, Central County Regional Occupational Program**, and **Orange County Social Services Agency, Family Self-Sufficiency**.

COMMENDATIONS

The 1998–99 Orange County Grand Jury commends the staff in the Social Services Agency CalWORKs program for their enthusiasm in performing their responsibilities and their assistance in the development of this study.

The Grand Jury commends personnel under the jurisdiction of the Orange County Superintendent of Schools for the time and effort given to informing Grand Jury members and assisting them to understand the possibilities for extended-day programs and Regional Occupational Program child care provider training.

APPENDIX

The Grand Jury used the following publications in its study of Child Care and the Welfare-to Work Law.

Children's Home Society of California, Child Care and Development Services, Statistical Information as of March 2, 1999 (For February, 1999).

Marin County, Department of Health & Human Services, Division of Social Services, Employment & Training Branch, Child Care Training Program, "Parents as First Teachers," Susan Sanders, Program Director (415) 499-3093.

Stephenson, Katy. From Welfare to Child Care? *Children's Advocate Magazine*; May-June 1997, published by Action Alliance for Children. California Legislature.

AB 1542, Welfare Reform. *Web Site*: Available at: [http://www.sen.ca.gov/htbin/ca-html?GOPHE FROM 1500.AB1542\]CURRVER.TXT;1/bill/AB1542](http://www.sen.ca.gov/htbin/ca-html?GOPHE FROM 1500.AB1542]CURRVER.TXT;1/bill/AB1542).

Orange County Board of Supervisors Weekly Agenda, Board of Supervisors Meetings.

Child Care and Development Planning Council, Application Announcement, Planning Council.

Orange County Department of Education

Child Development Services, Handouts and Forms, Child Care Program.

Comparison Statistics of Orange County School Districts.

Orange County School Districts, Map.

Organizational Chart.

Roster of School Board Members.

Social Services Agency.

Anaheim Regional Centre—Family Self-Sufficiency, Organizational Chart & Rosters, CalWORKs—Orange County's Welfare-to-Work Handbook (February 1998).

Orientation Information for ARC (Employees), August 1997.

Business Plan, Fiscal Year 1998–1999, Larry Leaman, Director, December 12, 1997 (1999). Business Plan, Larry M. Leaman, Director, January 1999.

Child Care Survey Questionnaire, Memo from Cindy Capretz, February 17, 1999. Fiscal Year 1999–2000, Budget Process Calendar

WORLD WIDE WEB

Child Care Bureau: <http://www.aacf.dhhs.gov/programs/ccb/...>

Frequently Asked Questions. Available at: <http://.../faq/index.htm>

Administration for Children and Families. Available at: <http://...policy/pi2kfund.htm>

Child Care and Development Block Grant, Report of State Plans. Available at: <http://index.htm>.

Child Care and Development Fund. Available at: <http://index.htm>

Child Care for Young Children: Demographics. Available at:
<http://...faq/demogra.htm>

Estimated FY 1997 State Allocations for the Child Care Development Fund.
Available at: <http://...programs/cc-amt.htm>

Four Steps to Selecting a Child Care Provider. Available at: <http://...faq/4steps.htm>

Organizational Structure. Available at: <http://...structur/index.htm>

Policy and Funding Announcements. Available at: <http://...policy/index.htm>

Reaching Parents with Child Care Consumer Education. Available at: <http://...faq/consumer.htm>

Welcome to the Child Care Bureau. Available at: <http://index.html>

National Child Care Information Center—An Adjunct ERIC Clearinghouse for Child Care. Available at: <http://nccic.org/>

California—Demographic Information—Staff/Child Ratios and Qualifications—
Contact Information. Available at: <http://...statepro/californ.html>

Child Care Resources on the World Wide Web. Available at: <http://pubs/inetguid/chap3.html>

Funding Resources and Opportunities. Available at: <http://...fundres.html>

Links to Information about Welfare Reform. Available at: <http://nccic.org>

Organizations Serving Child Care and Related Professions. Available at: <http://...orgs/orglist.html>

What's New with National Organizations. Available at: <http://...orgs/whatsnew.html>

Newspaper Articles

Life and Work—On-site child-care center a hit with IRS workers. **The Orange County Register**, Business Section, Page 10. January 4, 1999.

Good Day Care Good for Kids, Study Finds. **The Orange County Register**, Page 1. January 24, 1999.

When a Mommy or a Daddy Can't Be there.... **The Los Angeles Times**, Orange County Edition, Parade Magazine, Pages 1, 2, 4, 5 & 6. January 24, 1999.

State Fails to Meet U. S. Welfare-to-Work Goal. **The Los Angeles Times**, Orange County Edition, Page A1 & A20. January 25, 1999.

State Deserves Welfare Break. **The Los Angeles Times**, Orange County Edition, Editorial, Page B8R. January 27, 1999.

A Life Rent by Rent. **The Orange County Register**, Pages 1 & 10. February 7, 1999.

Schools Set Up Near Work Sites Let Parents Get More Involved. **The Orange County Register**, Page 6. February 10, 1999.

Child Care in L. A. County in Dire Need, Study Finds. **The Los Angeles Times**, Orange County Edition, Page A25R. March 27, 1999.

It's Time for Day Care in the Workplace. **The Orange County Register**, Parade Magazine. April 11, 1999.